

Message Text

PAGE 01 NATO 01054 01 OF 02 261931Z

72

ACTION EUR-25

INFO OCT-01 IO-14 ISO-00 ACDA-19 NIC-01 CIAE-00 DODE-00

PM-07 H-03 INR-10 L-03 NSAE-00 NSC-10 PA-04 RSC-01

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NEA-10 TRSE-00 SAJ-01 EA-11 DRC-01 /176 W

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R 261750Z FEB 74

FM USMISSION NATO

TO SECSTATE WASHDC 4276

AMEMBASSY MOSCOW

INFO USMISSION GENEVA

LIMITED OFFICIAL USE SECTION 1 OF 2 USNATO 1054

E.O. 11652: N/A

TAGS: PFOR, UR, NATO

SUBJ: SOVIET NOTE REDUCING TRAVEL CONTROLS

GENEVA FOR USDEL CSCE

REF: (A) MOSCOW 2658, (B) USNATO 1022, (C) STATE 37640

SUMMARY: POLADS HELD PRELIMINARY DISCUSSION FEB 26 OF SOVIET NOTE REDUCING TRAVEL RESTRICTIONS IN USSR. US REP DREW EXTENSIVELY UPON TIMELY ANALYSIS REF C, FRG REP GAVE BONN'S PROVISIONAL ASSESSMENT OF NOTE, AND UK REP CIRCULATED TEXT OF NOTE RECEIVED BY BRITISH EMBASSY MOSCOW. FRG REP SUGGESTED, AND UK REP SUPPORTED, CONSULTATIONS IN NATO ON THIS SOVIET MOVE AND ALLIES' RESPONSE TO IT. ACTION REQUESTED: TEXT OF NOTE TO US FROM AMEMBASSY MOSCOW; FURTHER GUIDANCE FROM DEPT, INCLUDING COMMENTS ON UK AND FRG SUGGESTIONS BELOW, FOR USE MARCH 5. END SUMMARY

1. AT POLADS MEETING FEB 26, FRG CIRCULATED FOLLOWING NOTES ON NEW SOVIET TRAVEL REGULATIONS FOR DIPLOMATIC AND LIMITED OFFICIAL USE
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PAGE 02 NATO 01054 01 OF 02 261931Z

CONSULAR OFFICERS AT MOSCOW.

BEGIN TEXT:

1. THE HEAD OF THE WESTERN EUROPEAN DIVISION OF THE SOVIET MINISTRY OF FOREIGN AFFAIRS, BONDARENKO, HANDED OUR AMBASSADOR ON 20 FEBRUARY 1974 IN MOSCOW A NOTE BY THE SOVIET FOREIGN MINISTRY ON NEW TRAVEL REGULATIONS FOR MEMBERS OF DIPLOMATIC AND CONSULAR MISSIONS IN THE SOVIET UNION. SIMILAR NOTES WERE TRANSMITTED TO A NUMBER OF OTHER WESTERN AMBASSADORS. THE NEW REGULATIONS ARE ESSENTIALLY THE FOLLOWING:

(A) THE HEADS OF DIPLOMATIC MISSIONS AND THE MEMBERS OF THEIR FAMILIES AS WELL AS THEIR PERSONAL INTERPRETERS AND DRIVERS MAY IN FUTURE TRAVEL BY ANY DESIRED MEANS OF TRANSPORT TO AND WITHIN THOSE TOWNS AND AREAS OF THE USSR WHICH ARE NOT OUT OF BOUNDS; THESE VISITS NEED NOT BE REGISTERED BEFOREHAND BY THE PROTOCOL DIVISION OF THE SOVIET FOREIGN MINISTRY.

(B) AS FAR AS OTHER MEMBERS OF THE STAFFS OF THE EMBASSIES INCLUDING THE MILITARY ATTACHES ARE CONCERNED, THE OBLIGATION TO REGISTER VISITS TO THE TOWNS AND AREAS OF THE DISTRICT OF MOSCOW WHICH ARE NOT OUT OF BOUNDS HAS BEEN CANCELLED.

(C) THE ADVANCE NOTICE TO BE GIVEN BY MEMBERS OF THE STAFFS OF EMBASSIES AND CONSULATES IN CASE OF VISITS TO TOWNS AND OTHER PLACES SITUATED ALONG TRAFFIC ROUTES WHICH ARE OPEN TO FOREIGN MOTORING TOURISTS HAS BEEN REDUCED FROM 48 TO 24 HOURS.

(D) THE NEW RULES WILL ENTER INTO FORCE ON 5 APRIL 1974. AREAS ALREADY PROHIBITED ACCORDING TO A NOTE DATED 1966 REMAIN OUT OF BOUNDS. IN ADDITION SOME OTHER AREAS WILL BE TEMPORARILY OUT OF BOUNDS.

2. BONDARENKO STATED ORALLY THAT THE NEW ARRANGEMENT APPLIED ON THE BASIS OF RECIPROCITY. THE AREAS DECLARED OUT OF BOUNDS IN THE NEW NOTE WERE THE SAME AS THOSE WHICH HAD BEEN REFERRED TO IN THE NOTE OF 1966. IN ADDITION, THE DISTRICTS OF EASTERN KASAKHSTAN, CHITA, AMUSKAYA AND THE AUTONOMOUS JEWISH REGION IN EASTERN SIBERIA ARE TEMPORARILY LIMITED OFFICIAL USE
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PAGE 03 NATO 01054 01 OF 02 261931Z

OUT OF BOUNDS.

3. A PROVISIONAL ASSESSMENT OF THE SOVIET NOTE SHOWS THE FOLLOWING RESULT:

(A) THE AREAS DECLARED OUT OF BOUNDS IN THE NOTE OF 22 JULY 1966 REMAIN UNCHANGED. IN ADDITION, FOUR DISTRICTS ALONG THE SINO-SOVIET FRONTIER (I.E. A FURTHER 5 PCT OF THE SOVIET NATIONAL TERRITORY) ARE TEMPORARILY DECLARED OUT OF BOUNDS. THIS ADDITIONAL MEASURE IS PROBABLY MOTIVATED BY THE DEVELOPMENT OF THE SOVIET-CHINESE RELATIONSHIP. IT IS IMPOSSIBLE TO SAY WHETHER THIS INDICATES MILITARY MOVEMENTS IN THE AREAS

CONCERNED. ALTOGETHER, ALL THE AREAS BORDERING ON THE CHINESE FRONTIER - EXCEPT A SMALL AREA IN TADCHIKISTAN - ARE NOW OUT OF BOUNDS.

(B) THE NOTE'S LANGUAGE CONCERNING THE CANCELLATION OF THE OBLIGATION TO REGISTER VISITS BY EMBASSY MEMBERS WITHIN THE DISTRICT OF MOSCOW IS MISLEADING. WITH THE EXCEPTION OF TEN TOWNS (INCLUDING THE TWO INTERNATIONAL AIRPORTS OF SHEREMETYEVO AND DOMODYEDOVO) AND THE ACCESS ROADS LEADING THERE, THE WHOLE DISTRICT OF MOSCOW REMAINS OUT OF BOUNDS. ITS SIZE IS ABOUT 47,000 SQUARE KILOMETERS, AND IT HAS A MAXIMUM EAST-WEST EXTENSION OF 300 KMS AND A NORTH-SOUTH EXTENSION OF ABOUT 250 KMS. THEREFORE, ONE CANNOT SPEAK OF ANY ESSENTIAL WIDENING OF THE 40 KM PERIMETER. NEVERTHELESS, THE POSSIBILITY TO TRAVEL TO THE TOWNS WHICH ARE NOT OUT OF BOUNDS IN THE MOSCOW DISTRICT (SUCH AS ZAGORSK) HAS BEEN IMPROVED BY THIS MEASURE TO REGISTER SUCH VISITS.

(C) MY AUTHORITIES ARE STILL UNCERTAIN AS TO WHAT THE REFERENCE TO RECIPROCITY MEANS. A MEMBER OF THE STAFF OF THE SOVIET FOREIGN MINISTRY TOLD THE DCM OF OUR EMBASSY IN MOSCOW THAT THE GRANTING OF RECIPROCITY WAS A CONDITION FOR THE ENTRY INTO FORCE ON 5 APRIL 1974 OF THE NEW TRAVEL REGULATIONS FOR THE MISSIONS OF THE FEDERAL REPUBLIC OF GERMANY. SIMILAR REMARKS WERE MADE BY THE SOVIET SIDE TO THE CHINESE AMBASSADOR. IN THIS CONTEXT, IT APPEARS INTERESTING THAT THE SOVIETS ARE THUS INDIRECTLY RECOGNIZING THE APPLICABILITY OF THE PRINCIPLE OF RECIPROCITY TO TRAVEL RESTRICTIONS, WHICH THEY HAD UP TO NOW INVARIABLY LIMITED OFFICIAL USE
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PAGE 04 NATO 01054 01 OF 02 261931Z

DENIED BY REFERRING TO THE NEED FOR NON-DISCRIMINATION.

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PAGE 01 NATO 01054 02 OF 02 261935Z

72

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FM USMISSION NATO
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AMEMBASSY MOSCOW
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LIMITED OFFICIAL USE SECTION 2 OF 2 USNATO 1054

GENEVA FOR USDEL CSCE

(D) THE TERM "MOTOR AND TOURIST ROADS" REQUIRES FURTHER CLARIFICATION.

(E) IT IS ALSO UNKNOWN WHETHER SIMILAR REGULATIONS ARE TO BE INTRODUCED FOR JOURNALISTS AND OTHER FOREIGNERS LIVING IN MOSCOW.

(F) THE WAY IN WHICH THE NOTE WAS HANDED TO THE WESTERN AMBASSADORS PERSONALLY MAY INDICATE THAT THE SOVIET UNION HAD THE DISCUSSIONS OF BASKET III OF THE CSCE IN MIND. HOWEVER, IT SHOULD NOT BE OVERLOOKED THAT THE APPEARANCE OF THE NEW REGULATIONS BY FAR EXCEED THEIR REAL CONTENT. THE REGULATIONS WHICH CONTINUE TO BE IN FORCE STILL APPEAR UNSATISFACTORY.

END TEXT

2. FRG REP SUGGESTED FURTHER DISCUSSIONS BY POLADS MAR 5
TO: A) EVALUATE SOVIET MOVE, B) DECIDE, IF THE ALLIES WISHED
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PAGE 02 NATO 01054 02 OF 02 261935Z

TO REACT, HOW BEST TO USE RESPONSES TO FURTHER THEIR OWN INTERESTS REGARDING TRAVEL RESTRICTIONS. FRG REP THOUGHT ALLIES MIGHT WISH TO RESPOND WITH PROPOSAL TO DO AWAY ENTIRELY WITH TRAVEL RESTRICTIONS ON DIPLOMATS, OR TO SET DETAILED AND EXACTLY CORRESPONDING RESTRICTIONS ON SOVIET DIPLOMATS.

3. UK REP THOUGHT IT "CURIOUS" THAT SOVIETS HAD HANDED OUT INDIVIDUAL NOTES, NOT ONE CIRCULAR NOTE. WHEN BRITISH AMB RECEIVED NOTE FEB 19, HE HAD ASKED ABOUT THIS AND SOVIETS REPLIED BECAUSE OF DIFFERING NATIONAL RESTRICTIONS ON TRAVEL BY SOVIET DIPLOMATS.

4. UK REP WELCOMED FRG SUGGESTION FOR NATO CONSULTATION. AS A FIRST STEP, ALLIES SHOULD COMPARE TEXTS OF NOTES FOR POSSIBLE VARIATIONS THAT MIGHT REVEAL SOVIET "WEDGE-DRIVING." ALLIES COULD THEN CONSIDER THEIR RESPONSE TO SOVIET INITIATIVE. UK REP CIRCULATED TEXT OF SOVIET NOTE TO BRITISH EMBASSY MOSCOW (TEXT SEPTTEL).

5. NORWEGIAN REP REPORTED RECEIPT OF NOTE DATED FEB 18, IN WHICH THE MEANING OF "OPEN AREAS" WAS UNCLEAR. IT WOULD BE DIFFICULT FOR NORWAY TO FURTHER RESTRICT SOVIET DIPLOMATS' TRAVEL, BUT THIS

MIGHT BE AN ATTRACTIVE TACTICAL MOVE.

6. PENDING RESPONSE TO USNATO 1022, U.S. REP DID NOT REFER
TO MOSCOW 2658, BUT DID DRAW EXTENSIVELY UPON STATE 37640.

7. CONSENSUS OF MEETING SUPPORTED FRG AND UK SUGGESTIONS FOR
CONSULTATIONS NEXT WEEK. WE WOULD APPRECIATE EMBASSY MOSCOW'S
TRANSMITTINT TO USNAATO TEXT OF NOTE TO US, AND WILL NEED FURTHER
GUIDANCE FROM DETP FOR USE MAR 5. RUMSFELD

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